UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/825/Part I/13
12 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

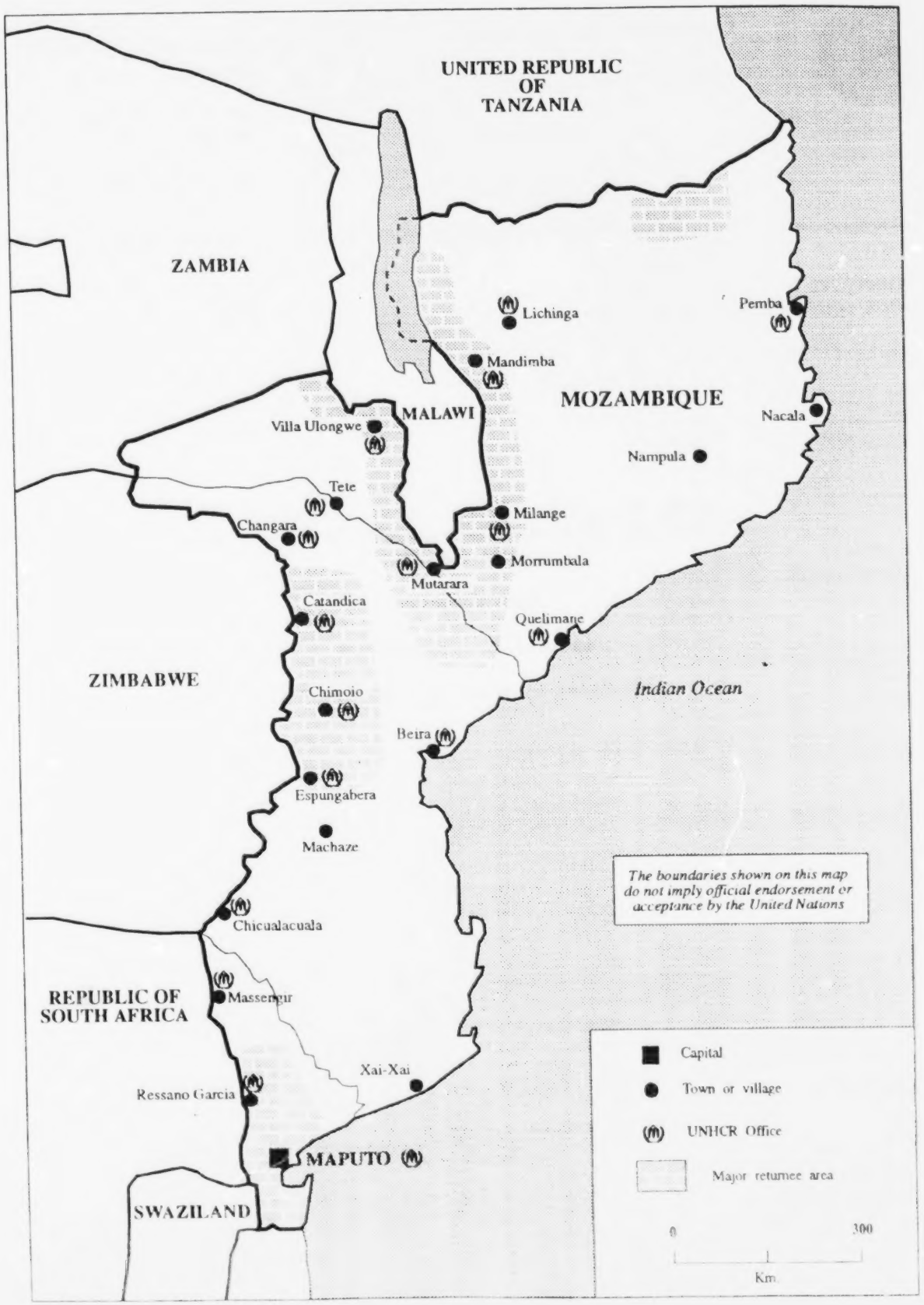
PART I. AFRICA

Section 13 - Mozambique

(submitted by the High Commissioner)

GE.94-03151

MOZAMBIQUE


UNITED REPUBLIC OF TANZANIA
ZAMBIA
MALAWI
MOZAMBIQUE
ZIMBABWE
REPUBLIC OF SOUTH AFRICA
SWAZILAND
Indian Ocean
Lichinga
Pemba
Mandimba
Nacala
Villa Ulongwe
Nampula
Tete
Milange
Changara
Morrumbala
Mutarara
Catandica
Quelimane
Chimoio
Beira
Espungabera
Machaze
Chicualacuala
Massemgir
Xai-Xai
Ressano Garcia
MAPUTO
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
Capital
Town or village
UNHCR Office
Major returnee area
0
300
Km

I.13 MOZAMBIQUE

Country Overview

Characteristics of the refugee and returnee population

1. At 31 December 1993, the Republic of Mozambique hosted some 200 UNHCR-assisted refugees, mainly of urban background and comprising eight Angolans, 142 Somalis, 27 Zairians and 23 of various other African nationalities. This group was erroneously omitted from the statistics provided by the Office in last year's document. The country also hosted an unassisted refugee population of 148 Chileans and 54 Indonesians. In addition, some 250 asylum-seekers, most of whom are Angolans, approached the UNHCR Offices in Mozambique in the first four months of 1994.

2. In 1993, some 650,000 returnees were registered by the Mozambican authorities as having repatriated from various countries of asylum, in addition to the 141,000 reported in 1992. The majority of these returnees, some 625,000, returned spontaneously, mostly from Malawi. The remaining 24,700 returned in organized movements, mainly from Zimbabwe and Swaziland.

Major developments (1993 and first quarter 1994)

3. The trend of increasing numbers of asylum-seekers arriving in Mozambique from various African countries continued. UNHCR is engaged in continuous discussions with the Government of Mozambique on the issue, and is assisting the Government in the establishment of status determination procedures and the creation of an eligibility commission. In order to meet the needs of the urban caseload, the Office is currently undertaking a review with the aim of having a standardized approach for protection and assistance of individual asylum-seekers, whose numbers are growing steadily in all southern African countries.

4. Large-scale voluntary repatriation has continued from Malawi, Zimbabwe, Swaziland and Zambia. UNHCR is setting up a system of assisted transport for refugees, particularly from Malawi, and it is intended to provide transport assistance to those who, for a variety of reasons, are unable to return on their own. Efforts will be made to assist as many refugees as possible with transport assistance by October, before the beginning of the rainy season and in time for the elections in Mozambique.

5. Repatriation movements started from South Africa in late 1993, after a basic agreement was concluded between UNHCR and the Government of South Africa in October. The signing of the agreement was followed by a survey to determine the number and requirements of the population who may be of concern to the High Commissioner. The preliminary results of the survey have concluded that up to 250,000 Mozambicans may require repatriation assistance. Logistical and reception arrangements have been made for the return of some 100,000 in 1994.

6. Reintegration programmes were expanded in the key returnee areas, where significant returnee populations are concentrated. At the same time, new activities have been initiated in Maputo, Gaza and Niassa provinces, where returnees have recently started to arrive.

Programme objectives and priorities

Refugees and asylum-seekers

7. In 1994 and 1995, the Office will continue to pursue the establishment of speedy and efficient status determination procedures for urban asylum-seekers. A suitable implementing partner will be identified to provide basic assistance to this group. The capacity of the government counterpart, Nucleo de Appoio aos Refugiados (NAR), in handling referral and legal procedures will be expanded by providing training and other necessary support.

8. Once the status determination procedures are in place, it will be possible to develop, in close cooperation with the Government of Mozambique, a policy leading towards a durable solution for urban refugees in the country.

Returnees

9. The activities which will facilitate the reintegration of the returnee population will continue both in areas of major returnee concentration and the districts to which large numbers are expected to return in the near future. At the same time, operational reviews will be carried out frequently, in order to ensure that the strategies of the relief intervention programme are linked with the long-term plan for national reconstruction and development. On the basis of Memoranda of Understanding which have been concluded with UNDP and UNICEF, joint programmes will be developed, ensuring a continuum from relief to the development phase.

Arrangements for implementation/related inputs

10. The Office has continued to work closely with the Government of Mozambique in order to coordinate rehabilitation programmes in the returnee districts. A closer relationship is being established with various non-governmental organizations (NGOs) and government bodies that are involved in the implementation of infrastructural rehabilitation programmes. The Provincial Planning Commissions, in which NAR (UNHCR's government counterpart) is represented, continue to play a coordination role.

11. NGOs have continued to play a vital role in the implementation of the repatriation and reintegration programme. More emphasis continues to be placed on the strengthening of local NGOs, which are already engaged in needs assessment, food logistics and rehabilitation activities.

12. Agreements have been established with the International Organization for of Migration (IOM) on the movement of returnees from reception facilities in Mozambique to areas of origin, should the distance involved be too far for refugees to arrange their own travel.

13. Food delivery logistics have continued to pose problems owing to distance and difficult access to various returnee areas. Different implementation arrangements were needed for different locations, necessitating a fairly broad interpretation of the guidelines contained in the Memorandum of Understanding between UNHCR and WFP. Although the Memorandum assigns responsibility for expenses related to internal transport, storage and handling (ITSH) costs for the secondary transport beyond the Extended Delivery Points to UNHCR, most of the food commodities channelled through WFP or directly through NGOs have been donated with ITSH costs up to the Final Distribution Points. In spite of this, considerable financial and human resources had to be provided by UNHCR, in addition to the costs covered by WFP and the NGOs.

14. Memoranda of Understanding have been signed with UNDP and UNICEF as part of an effort to link the UNHCR reintegration strategy to intermediate and longer-term development programmes.

General Programmes

(a) Variations in planned activities in 1993

15. Asylum-seekers, particularly from Angola and Somalia, continued to approach the UNHCR offices in Mozambique for assistance. Many of the asylum-seekers had already been in Mozambique for some time when they applied for asylum, and the absence of established eligibility procedures has delayed the processing of their cases and provision of assistance. This has led to increased frustration and sometimes violent reactions from the asylum-seekers.

16. During the second half of 1993, it was decided to move all asylum-seekers from the provinces to Maputo, where they had easier access to legal counselling, and material assistance. As a result, the budget for care and maintenance had to be increased in late 1993.

17. Pending receipt of contributions towards the appeal for large-scale repatriation and reintegration assistance for the Mozambican returnees, and in order to avoid delays in implementation, an allocation of $ 5 million was made from the 1993 General Allocation for Voluntary Repatriation towards the returnee programme.

18. Some $ 9,200 were spent against the Overall Allocation for the repatriation of South African refugees/exiles from Mozambique.

19. Refugees who were accepted for resettlement in a third country have been assisted under of a Headquarters-administratered Overall Allocation project.

(b) 1994 planned implementation

20. The Branch Office is at present studying the option of moving all urban asylum-seekers in Maputo to one or two central locations, and will be making a proposal in this respect.

21. After the establishment of an eligibility determination body, discussions will be initiated with the Government of Mozambique on possible local settlement programmes for urban refugees in Mozambique. The current assistance programme concentrates on care and maintenance, and therefore needs to be redirected towards long-term solutions. The care and maintenance project provides assistance in food, local transport, medical referrals, improvement of reception facilities, counselling and legal services for individuals while awaiting a decision on their asylum applications.

22. In order to ensure continuity in the large-scale repatriation operation, and given the shortage of funds at the beginning of the year, when it was crucial to conclude the implementing instruments, an allocation of $ 5 million has been made from the 1994 General Allocation for Voluntary Repatriation.

(c) **1995 programme proposals**

23. Emphasis will continue to be placed on the integration of urban refugees in Mozambique in 1995. However, policy in this regard cannot as yet be finalized as discussions with the Government of Mozambique on this issue are still at an early stage. Pending the decision of the eligibility determination body, the asylum-seekers will continue to benefit from care and maintenance assistance similar to that provided in 1994. At the same time, the Office will continue to work with the Government of Mozambique in the formulation of a programme which will lead to a more lasting solution for this group.

Special Programmes

Mozambique Repatriation

(a) **Variations in planned activities in 1993**

24. While on the one hand fewer Mozambican refugees than initially planned repatriated in an organized manner; on the other hand, a larger spontaneous repatriation than anticipated has taken place, particularly from Zimbabwe, where some 30,000 refugees were reported to have returned spontaneously to districts in Manica province.

25. Since the establishment of the assistance programme for the reintegration of the returning population, major constraints have been encountered in the identification of suitable implementing partners with the necessary capacity for implementation of the programme in some key districts with large concentrations of returnees. The situation improved somewhat after a significant contribution had been made to bulding up the institutional capacity of both the governmental and non-governmental organizations. Some difficulties, however, remained in the implementation arrangements in a number of districts - notably in Mutarara, Tete province, and Morrumbala, Zambezia province. Not all desired results could therefore be achieved in the activities designed to improve the absorption capacity in those areas. The delays in the identification of suitable partners and the conclusion of implementation arrangements have resulted in a lower implementation rate of planned activities.

(b) **1994 planned implementation**

26. Increased numbers of returnees who are arriving both spontaneously and in an organized manner from Zimbabwe and South Africa will benefit from reintegration programmes in Mozambique. Efforts are also being intensified in areas hosting returnees arriving from the United Republic of Tanzania and Zambia.

27. As part of the efforts to complement and accelerate ongoing spontaneous repatriation, buses and trucks are being made available to transport refugees from Malawi either directly to their areas of return or through reception facilities pending transfer to their villages. Only the vulnerable groups and those refugees who have to travel more than 50 kilometers to reach their homes will benefit from fully organized transport assistance up to their final destination.

28. Rehabilitation of basic services will continue in all districts which are receiving large numbers of returnees. Special emphasis will be placed on the provinces of Niassa, Cabo Delgado, Gaza and Maputo, as well as Mutarara and Morrumbala, which suffered delays in the implementation of the programme in 1993.

29. The programme will cover a wide range of activities including improvement of access roads, logistical support for internal transport of returnees, and provision of food and non-food items. Health and education facilities will be rehabilitated, where necessary. Rehabilitation and drilling of new water points are planned. These activities will be implemented mostly in the form of small-scale, community based activities or quick impact projects (QIPs). Reception and transit centres will be established for the returnees who would require internal transport assistance to their villages. Seeds and tools will be provided to ensure that the returnees attain self-sufficiency in food production. The operational capacity of the Government and NGOs will be strengthened in order to expand their ability to formulate, implement and monitor activities of the reintegration programme.

30. In 1994, UNHCR will support a number of local NGOs in order to strengthen their implementation capacity. It should be noted that a number of local agencies already play an important role in activities such as needs assessment, food logistics and rehabilitation.

(c) **1995 programme proposals**

31. Although 1994 has been designated as the year in which the main thrust of the repatriation movement and reintegration will take place, smaller numbers of refugees will still return in 1995, particularly from South Africa, since movements from that country only started recently.

32. It should also be pointed out that, as the potential for spontaneous movement is gradually being exhausted, the remaining caseloads in asylum countries comprise a significant proportion of vulnerable groups and other refugees who are unable to return without transport assistance. Therefore, it is envisaged that some limited organized movement may still take place in 1995,

involving activities in logistics and reception.

33. In view of the increased emphasis on organized movement in 1994, activities to revive the basic infrastructure and services (e.g. education, health, water) in the major returnee areas will be stepped-up in 1995 as part of an overall reintegration strategy. Joint planning and implementation efforts will continue to enhance the link between the relief programmes and the longer-term development activities undertaken by both multilateral organizations and bilateral agencies in the context of national reconstruction efforts. As a result of mass distribution of seeds and agricultural tools, it is expected that those who returned in 1992-1994 will have attained self-reliance in food production by the end of the harvest season in 1995.

34. Assistance will continue to be provided to enhance the capacity of the Government and the local NGOs in programme design, control and implementation of various sectors. The Office will also continue to play the role of a catalyst in the promotion of long-term development programmes in order to ensure that the returnees can remain in their country in safety and dignity.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

35. Given the difficulties in the identification of suitable partners, it became essential that UNHCR assume responsibility for the direct implementation of multi-sectoral activities in many returnee areas. At the same time, the Office had to continue to assume the overall monitoring and coordination role for the implementation of a large-scale returnee programme. Therefore, the structure of the UNHCR field presence had to be revised to meet the expanded activities.

36. Delays were experienced in filling some posts, mainly because of the difficulty in identifying candidates with the appropriate background, language requirements, professional skills and experience in repatriation operations. This resulted in lower expenditure than foreseen in the budget; however, as some of these positions had to be filled with staff on short-term contracts and arrangements for temporary assistance, turn-over and redeployment expenses under common staff costs were increased. Higher expenditure was also incurred on local and regional travel as a result of extensive missions to areas where difficulties had been experienced in the deployment of regular staff.

37. Savings were made under rental of premises in Maputo and Tete, largely owing to the delay in the identification and conclusion of lease agreements for suitable office premises. The purchase of two vehicles foreseen for the Sub-Offices in Tete and Chimoio was deferred pending the deployment of staff to field locations.

(b) **1994 planned implementation**

38. In view of the limited availability of qualified persons (sought not only by UNHCR but also by the Government, and bilateral and multilateral organizations), it has been difficult to find suitable candidates for senior

National Officer level posts. The Office therefore had to rely increasingly on the services of expatriate staff for the delivery of assistance to the returnee population and other administrative support and programme delivery activities.

39. In order to enhance UNHCR's ability to undertake and monitor activities in all major returnee districts, the total number of field locations in Mozambique was increased to 13. These locations are administered from the Branch Office in Maputo and three Sub-Offices in Tete, Chimoio and Quelimane. Twenty international and 84 local posts were created as of January 1994. In addition, one international and eight local posts were approved for creation as of June and July 1994. Furthermore, all the existing posts have been extended in 1994, except for four international posts which were discontinued as of January and April 1994, and another international post which is being discontinued as of July 1994.

40. It may be possible in the second half of the year to redeploy international staff from areas where the majority of the population has returned from (some districts in Tete province), to areas where repatriation is still ongoing. It is expected that the offices from where the staff will be redeployed will continue to function with local staff or United Nations Volunteers (UNVs).

41. Given the significant increase in staffing over the 1993 level, the budget for salaries and other common staff costs is considerably higher in 1994. Although most of the staff has now been deployed under this operation, it will nonetheless remain necessary from time to time to supplement the regular staffing complement with short-term staff and consultants for specific activities or tasks for limited periods of time.

42. Regional and local travel will be frequently required to various field locations within the country, as well as to the countries of asylum, in order to ensure coordination and proper implementation of returnee movements.

43. Office premises will continue to be rented for the Branch and Sub-Offices. Other operating expenses envisaged in the administrative budget include utilities, office supplies, fuel, maintenance and running/maintenance costs of transport and other equipment. The procurement of non-expendable property, such as vehicles, communication equipment, office furniture and data processing equipment has been planned for the Branch Office, Sub-Offices and various field locations in order to meet the needs of the expanded staffing level.

(c) **1995 programme proposals**

44. The mass repatriation movement is expected to have been substantially completed by the end of 1994, allowing the programme to concentrate on the integration of refugees and the promotion of activities which will lead to self-reliance and self-sustaining development in the returnee areas. In an effort to ensure appropriate administrative support to operational activities, reviews are carried out periodically in order to determine appropriate staffing levels and non-staff costs required for implementation of the planned programme. In this connection, there are no plans to establish new posts in 1995. Two international posts have been identified for discontinuation as of January 1995

and an additional five posts will be discontinued as of July 1995.

45. In line with the proposed staff reductions, salaries, common staff costs, and local and regional travel costs are expected to be lower in 1995. Concurrently, utilities, rental of equipment, procurement of non-expendable property and other operating expenses are also lower than the revised 1994 administrative budget.

UNHCR EXPENDITURE IN MOZAMBIQUE

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
218.9	110.0	250.0	CARE AND MAINTENANCE	250.0
5,009.0 a/	–	5,000.0 c/	VOLUNTARY REPATRIATION	–
0.2 b/	–	–	LOCAL SETTLEMENT	–
0.2 b/	–	–	RESETTLEMENT	–
5,228.3	110.0	5,250.0	SUB-TOTAL OPERATIONS	250.0
5,228.3	110.0	5,250.0	TOTAL (1)	250.0
SPECIAL PROGRAMMES (2)				
23,127.1	47,628.2	41,099.1	MOZAMBIQUE REPATRIATION	32,827.4
–	–	10,052.6	PROGRAMME DELIVERY See Annexes I a and II a	8,594.9
–	–	1,130.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	977.5
458.9	–	–	OTHER TRUST FUNDS	–
72.9	–	248.0	ADMINISTRATIVE SUPPORT Junior Professional Officer	165.0
23,658.9	47,628.2	52,529.9	TOTAL (2)	42,564.8
28,887.2	47,738.2	57,779.9	GRAND TOTAL (1+2)	42,814.8

a/ of which US$ 8,976 incurred against Overall Allocation and US$ 5,000,000 incurred against the General Allocation for Voluntary Repatriation

b/ obligation incurred against overall allocation

c/ allocated from the General Allocation for Voluntary Repatriation